

Director's Report

On the

**Mayor's Recommended
Comprehensive Plan Amendments, 2005**

Department of Planning and Development
Diane Sugimura, Director

August 1, 2005



Gregory J. Nickels, Mayor
Department of Planning and Development
Diane M. Sugimura, Director

August 1, 2005

Dear Reader:

This report accompanies an ordinance the Mayor has sent to the City Council as the annual amendments for Seattle's Comprehensive Plan process.

The suggestions for amendments came from a variety of sources, including interested citizens, public agencies, City departments and the City Council. Starting from these suggestions, Council adopted Resolution 30766 in May to narrow the list of amendments for further analysis this year. This report describes the results of that analysis and the Mayor's recommendations regarding the amendments.

The City Council's Urban Development and Planning committee has scheduled a public hearing on the ordinance for 5:30 p.m. on September 7, 2005, in Council Chambers, second floor of City Hall, 601 5th Avenue.

You may send comments on the ordinance to:

Councilmember Peter Steinbrueck
City Hall
601 5th Avenue, Floor 2
PO Box 34025
Seattle, WA 98124-4025

You may also email DPD staff at compplan@seattle.gov.

Sincerely,

Diane M. Sugimura,
Director



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Director's Report On the Mayor's Recommended Comprehensive Plan Amendments, 2005

Introduction

This document describes the Mayor's recommendations for amending the City's Comprehensive Plan. The Comprehensive Plan (the "Comp Plan," or the "Plan") is a collection of goals and policies that guide City actions for managing future population, housing and employment growth. The Plan is a requirement of the state Growth Management Act (GMA), which calls for most counties and cities in the state to prepare plans showing how they will accommodate the state's projected population growth. The Plan includes policies for land use, housing, transportation, capital facilities, utilities, economic development, neighborhood planning, human development, cultural resources and the environment.

Seattle's Comprehensive Plan

The City adopted the current Comprehensive Plan in 1994 and conducted a review and update of the Plan in 2004, extending the Plan's horizon to 2024 and planning for revised growth estimates. The City provides a process for individuals, groups and City departments to propose annual updates to address changing conditions and to reflect ongoing work or new information in the Plan.

GMA generally limits the City to amending the Plan only once a year. The City has amended the Plan most years since it was first adopted – to accomplish such tasks as to add new elements (chapters), add or modify policy direction in specific policy arenas, or to update information the Plan contains.

This year's potential amendments were proposed by property owners, community groups, City departments and the City Council. Based on the executive recommendations, Council adopted Resolution 30766 identifying the potential amendments for which they requested further evaluation and recommendations this year.

Summary of Recommended Amendments

Based on evaluations prepared by executive staff, the Mayor is recommending that the City Council adopt the following amendments to the City's Comprehensive Plan:

- Amend the Land Use Element to reflect previously proposed changes in development regulations for Commercial zones.
- Add goals and policies to the Downtown portion of the Neighborhood Planning Element to reflect proposed changes to the Downtown chapter of the Land Use Code.
- Add a set of goals and policies for South Wallingford to the Wallingford portion of the Neighborhood Planning Element.
- Expand the Rainier Beach Residential Urban Village boundary to include areas surrounding the Henderson Street Sound Transit station.
- Amend the Urban Village Element to incorporate criteria from Council Resolution 29232 for evaluating urban village designations.
- Add language to discussion portions of the Transportation Element of the Comprehensive Plan to clarify the relationship between it and the Transportation Strategic Plan, and to describe street types and street classifications.
- Amend the Environment Element to add new language regarding litter and graffiti.
- Amend Appendix A to the Urban Village Element to correct minor errors.
- Amend Appendix B to the Urban Village Element to add open space goal for employment in all urban centers.

The three sections of this report that follow this Introduction address the amendments suggested for consideration this year. Section 1 includes discussions of the amendments that the Mayor recommends for adoption this year. Section 2 contains suggested amendments that the Mayor recommends not adopting. Section 3 lists a number of suggested amendments which will require further study before making final recommendations.

Next Steps

City Council has scheduled a public hearing on these proposed amendments for September 7, 2005, at 5:30 p.m. in the Council Chamber. Council will take written comments through September 7, 2005.

1. Recommended Amendments

(Letters labeling the sections below correspond to Council Resolution 30766)

B. Commercial Code-Related Policy Changes

The Mayor's proposed changes to the commercial chapter of the Land Use Code (the Neighborhood Business District Strategy, or NBDS) include a variety of changes to current regulations in commercial zones intended to strengthen urban villages and encourage residential development within urban villages.

The ten-year update of the Plan in 2004 included a number of changes in support of NBDS proposals. Council Resolution 30730 forwarded three further changes for evaluation and analysis:

- Amend Land Use Element to be consistent with Council direction on revisions.
- Add language to policy LU50 regarding consideration of local conditions in setting parking requirements.
- Add language to policy LU115 regarding neighborhood review of locations where street-level residential uses would be permitted.

I. Amend Land Use Element to be consistent with Council direction on revisions.

Current policy in the Comp Plan (LU109) allows expansion of existing businesses beyond the established size limits, which by implication apply to only new businesses. The Commercial Chapter (Ch. 23.49.SMC) currently applies one size-of-use limit to new businesses in NC1, NC2 and/or NC3 zones, and another, larger size-of-use limit to existing businesses.

For example, a retail store in an NC1 zone is limited to 4,000 square feet. If the business stays in the same space for a period of time, it may be permitted to expand to 10,000 square feet. If it moves, however, a new retail business could not occupy all 10,000 square feet. Instead, it would be limited to 4,000 square feet.

The NBDS proposal would replace the two-tiered size-of-use limits with a limit that applies equally to new and existing businesses. All businesses, new or existing, would be subject to the same maximum size limit, allowing for easier transitions between existing and new businesses.

Recommendation: Amend LU109 so that size-of-use limits may apply equally to new and existing businesses, as follows:

LU109 Consider limits on the size of specific uses in commercial areas when those limits would:

- Help ensure that the scale of uses is compatible with the character and function of the commercial area;
- Encourage uses likely to draw significant traffic to an area to locate where traffic impacts can best be handled;
- Promote compatible land use and transportation patterns; and
- Foster healthy commercial development.

~~((Allow the limited expansion of existing businesses beyond established size limits in order to support the existing character and functions of the city's businesses and business districts.))~~

Discussion. Size-of-use limits help to protect the character of the lower intensity commercial areas, and allow existing businesses to expand beyond those limits can support small businesses. But the result has been that the expanded spaces become too large for a single new business. The NBDS proposal would apply a new, higher limit to all businesses. This will allow for more flexibility in the use of existing buildings, without increasing the total amount of business square footage that could potentially locate on a site.

II. Add language to policy LU50 regarding consideration of local conditions in setting parking requirements.

Council Resolution 30766 proposes adding a new sentence (underlined) to Land Use Policy 50.

LU50 In urban centers and urban villages, consider removing minimum parking requirements and setting parking maximums in recognition of the increased pedestrian, bicycle and transit accessibility these areas already provide or have planned. Parking requirements for urban centers and villages should account for local conditions and planning objectives.

This proposed amendment is carried forward from Resolution 30730, adopted with the 10-year update of the Plan in 2004.

Recommendation: Do not add the proposed sentence to LU50.

Discussion. A requirement to use “local conditions and planning objectives” in setting parking requirements contradicts broader City’s goals for accommodating new development, and it creates an ambiguous framework for future decisions.

Policies throughout the Comprehensive Plan are based on the “planning objectives” to improve the pedestrian character of neighborhoods, make housing affordable, reduce reliance on single-occupant vehicles, provide alternative travel modes, and reduce negative human impacts on air and water quality. The amount of parking that is provided in new developments can influence all of these issues. When too much parking is available, the cost of the parking is passed along in higher housing costs, more expensive goods and services, and people are less motivated to use alternative travel means, such as bus or bike, and therefore more likely to contribute to congestion and air pollution.

Under policy LU50 without the proposed amendment, the City could remove minimum parking requirements in urban centers and villages – the places where the vast majority of future growth is expected and where the best transit service is available. By designating the urban centers and villages and by adopting LU50, the City has stated its policy about the future local conditions it wants to promote in these places. If implemented, LU50 would enable property owners in the centers and villages to make site-specific decisions about how much or how little parking to provide, based on the need of anticipated tenants. The long-term effects of this policy would be a gradual decrease in the average amount of parking provided in new developments, and a reinforcement of the pedestrian and transit environments the City is trying to achieve.

If the proposed language were added to the policy, it could have the effect of mandating minimum parking amounts in some cases, based on local conditions. This could slow the reduction in the amount of available parking and maintain a parking pattern similar to today’s for a longer time. That pattern could continue to affect housing costs and lead to more of the other negative impacts on pedestrian and environmental qualities that the Plan aims to avoid.

III. Add language to policy LU115 regarding neighborhood review of locations where street-level residential uses would be permitted.

Council Resolution 30766 proposes adding a new clause (underlined) to Land Use Policy 115.

LU115 Conserve commercially zoned land for commercial uses by limiting street-level residential uses in areas intended to function as concentrated commercial areas or nodes. Consider allowing street-level

residential uses outside of those areas, after review with the affected neighborhood, in order to reinforce the commercial nodes and accommodate fluctuating market conditions. When street-level residential uses are permitted, seek to provide privacy for ground floor tenants and visual interest along the street-front.

This proposed amendment is also carried forward from Resolution 30730, adopted with the 10-year update of the Plan in 2004.

Recommendation: Do not add the proposed clause to LU115.

Discussion. Council is currently reviewing the executive's proposed changes to the commercial portion of the Land Use Code. Among the changes is an allowance for residential uses to be built at the street level of buildings in commercial zones outside identified pedestrian areas. The current proposal identifies such pedestrian areas in six neighborhoods, all of which were identified through consultation with local residents and business owners. Additional areas will be identified through a similar process, and the executive is committed to consulting local communities in each area where the pedestrian areas are being mapped. The Comprehensive Plan is a policy document that provides general guidance to future actions, and generally it does not describe procedural steps.

C. Downtown Land Use Code Amendments

Because of the unique nature of land use regulations in the Downtown area and the history of the Downtown plan, the goals and policies for Downtown are the most detailed of all the neighborhood plans. They provide very specific guidance to the Land Use Code's regulations. The Mayor has recommended a number of changes to the Downtown regulations that the Council is now considering. Some of the Comp Plan amendments included below will align the policy with those regulatory changes, while others merely update specific language in the Plan.

Recommendation: Make the following amendments to policies in the Downtown neighborhood plan:

DT-G10 Seek to significantly expand housing opportunities in downtown Seattle for people of all income levels with the objectives of:

1. accommodating approximately 26,000 households growth by the year 2014;

2. at a minimum, maintaining the existing number of occupied low income units; and
3. developing a significant supply of affordable housing opportunities in balance with the market resulting from the growth in downtown employment. Allow housing in all areas of the Downtown Urban Center except over water and in industrial areas, where residential use conflicts with the primary function of these areas. Target public resources and private development incentives, such as density regulations and development standards that encourage housing, to promote the amount and type of housing development necessary to achieve downtown neighborhood housing goals. Address, in part, the impact of high-density commercial development on the downtown housing supply by allowing increased development density through voluntary agreements to produce and/or preserve housing through cash contributions, floor area bonuses or the transfer of development rights.

DT-LUP10 Allow voluntary agreements to earn ~~floor area~~ increases above the base FAR density in certain downtown zones. Consider allowing such options as:

1. providing low-income housing ~~and child care facilities in appropriate proportions to qualify for added floor area,~~
 - ~~2. providing child care facilities~~
 - 2.3. making payments to the City to fund such facilities,
 - 3.4. providing certain amenity features, combined with the use of options 1 and 2 or with the use of TDRs, or both.
- Consider allowing bonus floor area for certain amenity features, such as open space, on or near the development site that directly benefit both the public and the project by serving the increased ~~employment~~ density allowed.

Some facilities and amenity features that may be eligible for bonuses are identified under the following Policies:

1. Policy HO 3: Housing Bonus Program
2. Policy OS 5: Open Space Bonus Amenity Features
3. Policy HS 1: Child Care Bonus

- If bonus cash contributions are provided, they should be used to address impacts associated with increased density downtown, such as impacts on housing resources and child care.

Amount of Benefits for Floor Area Increases. The nature and quantity of housing and child care facilities or contributions for such facilities under voluntary agreements, in relation to the additional floor area allowed, should generally reflect a portion of what is necessary to mitigate the impacts of increased development and the cost to provide these facilities. Facilities provided for bonuses are not expected to fully mitigate such impacts.

Additional types of facilities or amenity features may be added to address future needs, and existing types of facilities or features may be no longer be eligible for bonuses, based on changing assessments of impacts, needs, capacity, and public priorities.

Special Criteria. Because of their complexity and the need to adapt them to special circumstances, subject certain bonus features to special criteria and review by the Director of DPD. Include among bonus features subject to special criteria urban plazas, transit station access, and public atriums.

DT-HP3 Address the demand for housing generated by downtown employment growth that is not being met by the private market, and help offset the pressure of downtown growth on existing affordable housing resources, through provisions to encourage the development of affordable housing, especially for households with incomes between 0% and 80% of the median income for the region. To this end, within downtown office, retail, mixed use commercial, and mixed use residential areas with established base and maximum commercial density limits, generally allow bonus floor area conditioned upon a voluntary agreement for the provision of lower income housing or a payment to a fund for that purpose. To further downtown housing goals, limit housing developed through the bonus program to areas permitting housing within the boundaries of the Downtown Urban Center, except that additional areas may be included if such an expansion of the program would be consistent with the goals of both the Downtown Urban Center Plan and the adopted policies of other relevant neighborhood plans. ~~Housing bonus credit~~ Density bonuses shall not be granted for any housing developed within the Pike Market Mixed

zone, where other mechanisms are available to achieve the housing objectives of this land use district.

Require ~~for that~~ housing provided for density bonuses ~~credit~~ to serve a range of lower-income households, particularly those with incomes levels up to below 80% of median income, based on ~~a percentage of the~~ estimated additional needs resulting from new commercial or residential development. Take into account, in determining the amount of housing to be provided, the value of the increased development potential in relation to the cost to the developer, and the extent to which use of bonus floor area is desirable in light of the City's planning goals. Review bonus provisions for housing periodically to consider changes in impacts on housing need, land prices, housing production costs, progress towards planning goals, and other factors.

DT-TP1 Recognize the critical role that high capacity transit corridors play, including the transit tunnel, in supporting the distribution of development density and the movement of goods and people within and through downtown. Seek to improve the system, through actions by the City, with Sound Transit and ~~the King County Metro Department of Transportation Transit Division~~, and other transit agencies that:

1. provide capacity to meet forecast transit growth ~~through the year 2014~~;
2. reduce travel time by transit;
3. reduce transit rider crowding on sidewalks;
4. reduce diesel bus noise and odor; and
5. provide an attractive and pleasant street environment for the pedestrian and transit rider.

DT-TP13 ~~Maintain minimum and maximum parking requirements to mitigate the transportation impacts of new non-residential development while restricting the supply of available long-term parking~~ and to encourage use of alternatives to commuting by auto. Favor short-term parking to meet shopper and visitor needs over long-term parking. Exempt residential use from parking requirements within downtown where residents can walk or have convenient transit access to work and services, in order to promote affordable housing and reduce auto dependency

Discussion. The recommended change to DT-G10 updates the reference to the downtown growth target.

The amendment to DT-LUP10 changes the “FAR” to “density” because FAR is usually used as a particular density measurement for non-residential uses, while density is a more generic term that can encompass all uses. The change allows more flexibility in the development projects that would be eligible to achieve increases in size. A second change in this policy separates low income housing from day care to indicate that these facilities are not required to be provided together.

The first change in DT-HP3 is intended to show that the bonuses are not limited to commercial uses only. Other changes in this policy are intended to clarify language.

The recommendation amendments in DT-TP1 update references to growth targets and to transit agencies.

The recommended amendment to DT-TP13 reflects the Mayor’s recommended Land Use Code change that would remove the requirement for downtown development projects to provide a minimum amount of parking.

D. South Wallingford Neighborhood Plan

The South Wallingford Community has developed goals and policies for inclusion in the Neighborhood Planning Element. During the 2004 amendment cycle, Council sought further community dialogue over these goals and policies.

Recommendation: Adopt the South Wallingford Neighborhood Plan goals and policies, as developed in consultation with community representatives.

W-P4 Use Wallingford Neighborhood Design Guidelines for reviewing commercial and multi-family development to encourage design that is consistent with the neighborhood’s character, while maintaining and promoting a vital business community. ~~Encourage neighborhood efforts to formulate neighborhood-specific design guidelines for commercial and multifamily development.~~

W-G7 A neighborhood south of N/NE 40th St. that reflects the residents’ desire for a pedestrian-friendly neighborhood, with strong connections to the Wallingford Urban Village and to public spaces along the shoreline, while maintaining the viability of the existing marine-industrial and commercial activities.

W-P30 Maintain the shoreline's marine industrial zoning in order to preserve the water-dependent use and the working waterfront character of the Wallingford shoreline.

W-P31 Provide opportunities for small, pedestrian-oriented businesses in South Wallingford, while preserving the economic vitality of existing businesses and opportunities for their reasonable redevelopment.

W-P32 Pursue opportunities to provide public access between the residential community and the shoreline area.

W-P33 Strive to preserve existing views of Lake Union and Downtown Seattle from viewpoints and parks.

W-P34 Control impacts of regional traffic on South Wallingford's residential, neighborhood-commercial and recreational areas.

W-P35 Work to enhance bicycle and pedestrian access between the upland portion of the neighborhood and the Burke-Gilman Trail and shoreline.

Discussion. When the Council adopted the Wallingford neighborhood plan in 1998, it noted that South Wallingford had not been adequately treated and charged the community to revisit the key issues in the future. That process commenced in 2001 and a final draft of the South Wallingford Amendment to the Wallingford Neighborhood Plan was completed in October 2002. In 2004, the City Council declined to adopt the South Wallingford Amendment in order to give the community more time to reconcile differences over the policy language.

Resolution 30766 included proposed goals and policies. DPD staff have worked through subsequent drafts with representatives of the South Wallingford Planning Committee and some of the commercial and industrial property owners who felt that the October 2002 Wallingford Plan Amendment would limit their capacity to grow their businesses and create new jobs in their current locations.

E. Rainier Beach Urban Village Boundary

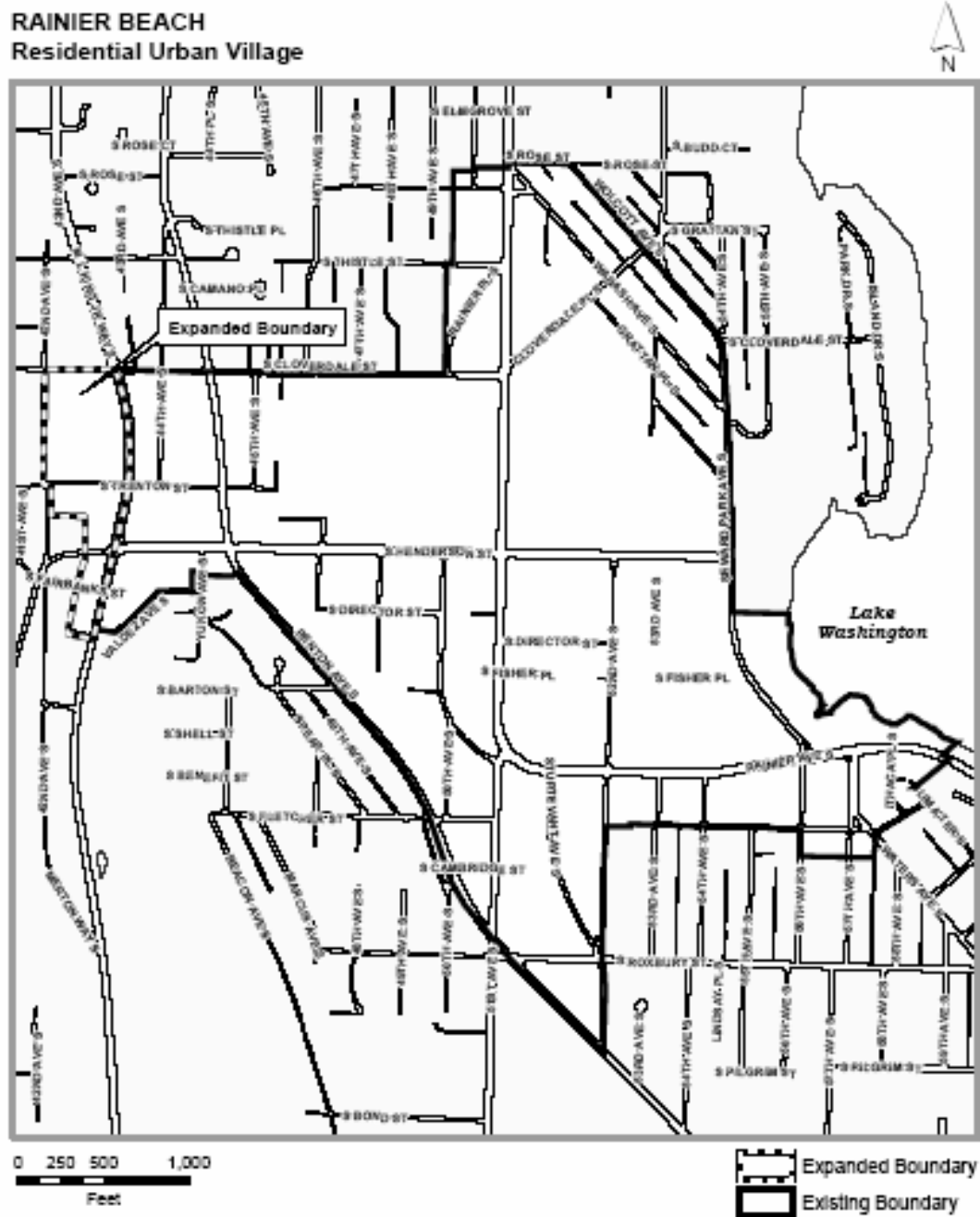
Applicant PMCIT, LLC sought a change from Single Family residential to Multifamily residential on the Future Land Use Map for an area bounded by Trenton Street to the south, Seattle City Light right of way to the east, several single-family dwellings to the north, and 42nd Avenue South to the west.

Because no application for a rezone has been filed yet, this analysis covers questions related to the Comprehensive Plan designation, not the potential applicability of specific zoning designations.

Recommendation: Change the boundary of the Rainier Beach Residential Urban Village westward to include an area bounded by S. Cloverdale Street to the north, 42nd Ave, S. to the west, and including parcels adjacent to Martin Luther King Jr. Way to the southern end of the proposed Henderson Street Link Light Rail station. (See map on next page.)

Discussion. The applicant owns 2.35 acres located west of Martin Luther King Jr. Way and sought to amend the Future Land Use Map. A proposal to upzone that property, which is located outside of an urban village, would not be consistent with the Comprehensive Plan because policies in the Plan preclude single-family zoned land from being rezoned unless (among other conditions) it is within an urban village.

Proposed New Boundary of the Rainier Beach Residential Urban Village



During the neighborhood planning process for Rainier Beach in 1994-1999, when the boundaries of the urban village were established, the location of the Link light rail station had not been determined. The urban village's western boundary runs down the center of Martin Luther King Jr. Way. Sound Transit has located its station on Martin Luther King Jr. Way just south of Henderson Street. Had the station's location been known at the outset of the neighborhood planning process, the urban village boundary may have been drawn to include property surrounding the station to facilitate development patterns that support this transit resource. Neighborhood Plan policies created once the station's location was established recognize the value of including the station.

RB-P1 Encourage the revitalization of the Henderson Street corridor as a conduit between the future light rail station at Martin Luther King, Jr. Way and the commercial center along Rainier Avenue South.

RB-P2 Seek to promote transit-oriented development around Rainier Beach's proposed light rail station at Martin Luther King, Jr. Way and South Henderson Street.

RB-P17 Support the development of a Martin Luther King Jr. Way at-grade light rail alignment, with Rainier Beach's station located at South Henderson Street at Martin Luther King Jr. Way.

Also, the Chief Sealth Trail is under construction, using a Seattle City Light right-of-way as a pedestrian and bicycle route between Beacon Hill and Martin Luther King Jr. Way near Henderson. Comp Plan policies support housing opportunities around transit stations and in places that support walking, bicycling, and transit use. (See, e.g., Housing Policy 9 and Land Use Goal 12.)

DPD staff and representatives of the applicant met with the Rainier Beach Community Club and the Rainier Beach Coalition for Community Empowerment. Community Club members expressed concern over a possible upzone, which would be enabled by the proposal to revise the village boundary, citing Rainier Beach Policy 4 ("Seek to preserve all single family zoned areas' character . . ."). Another community group, Coalition for Community Empowerment, is supportive of the proposal. Higher density development will make more housing opportunities available to the current residents of Rainier Beach and their families. Any future application for a rezone will be subject to further analysis, including environmental review.

Having the transit station located at the edge of the urban village boundary is inconsistent with the City's and the community's desire to support appropriate development types and densities near the station. When the City prepares plans for transit station areas, it usually looks at all the property within ¼ mile of the station as the area from which people are most likely to walk to a station. Expanding the village boundary westward brings more land into the village and

signals that this land could be considered for different uses and higher densities that would be compatible with station development.

J. Urban Village Designation Criteria

In 1995, the City Council adopted Resolution 29232 that defined specific criteria for designating urban villages. These criteria include more detailed descriptions of the desired characteristics in potential villages than do the Comp Plan's policies.

Recommendation: Amend policies UV25 and UV29 to incorporate key elements from Resolution 29232, as shown here:

- UV25 Designate as hub urban villages areas that are generally consistent with the following criteria:
1. Zoning that allows a mix of uses to accommodate concentrations of employment and housing. ~~((It may be appropriate to limit the mix of uses in some areas to provide for concentrations of either employment or housing))~~.
 2. Sufficient zoned capacity to accommodate a minimum of 25 jobs/acre and to accommodate a total of at least 2,500 jobs within ¼ mile of the village center.
 3. The area presently supports, or can accommodate under current zoning, a concentration of residential development at 15 or more units/acre and a total of at least 1,400 housing units within ¼ mile of the village center.
 4. Surroundings comprised primarily of residential areas that allow a mix of densities, and non-residential activities that support residential use.
 5. A minimum of one-third (at least 20 acres) of the land area currently zoned to accommodate mixed-use ~~((and/))~~ ~~or ((employment))~~ commercial activity.
 6. A broad range of housing types and commercial and retail support services either existing or allowed under current zoning to serve a local, citywide, or regional market.
 7. A strategic location in relation to both the local and regional transportation network, including:
 - a. ~~((A high level of t))~~ Transit service with a frequency of 15 minutes or less during peak hours, with direct access to at least one urban center, with the possibility of improved connections to future high capacity transit stations
 - b. Located on the principal arterial network, with ~~c((C))~~ connections

- c. to regional transportation facilities
 - d. Routes accommodating goods movement
 - e. Convenient and direct connections to adjacent areas for pedestrians and bicyclists
8. Open space amenities, including:
- a. Direct access to either existing or potential public open spaces in the immediate vicinity
 - b. Accessibility to major open space resources in the general area via either existing or potential urban trails, boulevards, or other open space links, or anticipated major public investment in open space.
9. Opportunities for redevelopment because of a substantial amount of vacant or under-used land within the village.

UV29 Designate as residential urban villages areas that are generally consistent with the following criteria:

- 1. The area presently supports, or can accommodate under current zoning, a concentration ~~((and mix))~~ of residential development ~~((,))~~ at a density of at least 8 units per ((gross)) acre ((on average)), with a capacity to accommodate a total of at least 1,000 housing units within ¼ mile of the village center((, at a)) in small to moderate scale structures.
- 2. The area includes one or more centers of activity ~~((providing))~~ that provide or could provide commercial and retail support services to the surrounding area, including at least 10 acres of commercial zoning within the village boundaries.
- 3. The area is generally surrounded by single-family and/or lower-density multifamily areas.
- 4. The area is presently on the city's arterial network and is served by a transit route providing direct transit service to at least one urban center or hub village, with a peak-hour transit frequency of 15 minutes or less.
- ~~((5. A broad range of retail services to serve the residential population either already exists or can be accommodated in the area at a central location generally accessible on foot.))~~
- 5. The area has the opportunity to be connected by bicycle and/or pedestrian facilities to adjacent areas and nearby public amenities.
- 6. The area presently includes, or is adjacent to, open space available for public use, or opportunities exist to provide public open space in the future.

The Council may also want to consider repealing Resolution 29232, in recognition of these criteria having been moved into the Plan.

Discussion: The criteria were, in part, intended to help neighborhood planning groups that were embarking on the neighborhood planning process at the time the Resolution was adopted. Since then, the criteria have resided only in that Resolution, and there is concern that the Plan itself does not provide enough specific direction for recognizing or designating village locations. Once located in the Plan, the criteria will be more readily available and will also provide stronger direction for future village designations.

K. Other Minor Amendments

I. Transportation Element Amendments

Resolution 30766 proposes amendments clarifying the relationship between the Comprehensive Plan and the Transportation Strategic Plan (TSP) and directing that the TSP include street classifications.

Recommendation: Add the underlined language shown here to the discussions in Sections A and B of the Plan's Transportation Element:

A. Building Urban Villages: Land Use and Transportation

Discussion: The development pattern described in the Urban Village Element of this Plan will shape the city's transportation facilities. In particular, transportation facility design will reflect the intended pedestrian nature of the urban centers and villages and the desire to connect these places with transit service. Because Seattle is a fully built city with a mature street system, the City uses a full range of non-single occupant vehicle transportation facilities to support the desired redevelopment pattern within Urban Villages. These facilities can help create the mixed-use, walkable, transit and bike-friendly centers that this Plan envisions. However, the City recognizes that auto and service access to property will remain important for accommodating growth in centers and villages.

Outside of urban centers and villages, the City will also look for appropriate transportation designs that align transportation facilities and services with adjacent land uses.

This Element contains references to the Transportation Strategic Plan (TSP), which is the functional plan developed to implement these policies.

The TSP:

- Establishes the Seattle Department of Transportation's (SDOT) near- and long-term work program.

- Defines the strategies, projects and programs to accomplish Comprehensive Plan goals and policies for transportation.
- Provides a central resource for planning tools and transportation-related data to use in developing future projects and programs.
- Outlines SDOT's financial plan, and describes the projects, programs and services that will be implemented through SDOT's budget over the next 20 years.
- Defines the process for determining funding priorities and leveraging project investments to meet multiple goals for SDOT and the community.
- Defines SDOT's performance goals.

The Comprehensive Plan will guide updates to the TSP.

B. Make the Best Use of the Streets We Have to Move People and Goods

Discussion: The City has a limited amount of street space, and is unlikely to expand this space significantly. To make the best use of existing rights-of-way for moving people and goods, the City must allocate street space carefully among competing uses to further the City's growth management and transportation goals.

As guided below by this Plan, the Transportation Strategic Plan (TSP) will include detailed maps and descriptions of Seattle's street classifications. Street classifications define how a street should function to support movement of people, goods and services versus access to property. Street classifications provide the basis for determining how individual streets should be used and operated. The TSP also designates street types to further define streets by relating them to the adjacent land uses and their function for pedestrians, bicyclists, transit and freight. Street types enhance the citywide street classifications with more site-specific design guidance that balances the functional classification, adjacent land uses, and competing travel needs.

Discussion. At the time the 2004 update to the Comp Plan was being considered by the Council, the City's Department of Transportation was still in the process of preparing the Transportation Strategic Plan. With the TSP now complete, it is possible to see where clarification about the relative roles of the two documents would be helpful. The recommended amendments are intended to provide that clarification.

II. Environment Element

Recommendation: Amend policy E7 in the Environment Element as follows:

E7 Control the impacts of noise, odor, ~~((and))~~ light, litter and graffiti in order to protect human health and the livability of the urban environment.

III. Urban Village Appendix

Recommendation: Amend the table to correct computational errors as follows:

Urban Village Appendix A:

GROWTH TARGETS FOR URBAN CENTERS, CENTER VILLAGES, MANUFACTURING/
INDUSTRIAL CENTERS, HUB URBAN VILLAGES, AND RESIDENTIAL URBAN VILLAGES

Center or Village	Land Area in Acres	Households (HH)				Employment (Jobs)			
		Existing (2004)	Existing Density (HH/ Acre)	Growth Target (HH Growth)	2024 Density (Est.)	Existing (2002)	Existing Density (Jobs/ Acre)	Growth Target (Job Growth)	2024 Density (Est.)
Urban Centers & Center Villages									
Downtown Urban Center Total	952	15,700	16	10,000	27((28))	156,960	165	29,015	195
Belttown	220	8,640	39	4,700	61((63))	19,760	90	4,000	108
Chinatown/ International District	171	1,910	11	1,000	17((18))	5,080	30	2,000	41
Commercial Core	276	3,070	11	300	12((13))	103,790	376	10,000	412
Denny Triangle	143	1,290	9	3,000	30	18,020	126	9,515	193((189))
Pioneer Square ¹	142	790	6	1,000	13	10,310	73	3,500	97
First Hill/Capitol Hill Center Total	916	22,520	25	3,500	28((30))	37,940	41	4,600	46((47))
12 th Avenue	160	1,450	9	700	13((14))	4,040	25	700	30
Capitol Hill	397	12,250	31	1,000	33((35))	7,300	18	900	21
First Hill	228	6,020	26	1,200	32((33))	22,020	97	2,000	105
Pike/Pine	131	2,800	21	600	26((27))	4,580	35	1,000	43
Northgate Urban Center Total	411	3,490	8	2,500	15	11,030	27	4,220	37((38))
South Lake Union Urban Center Total	340	1,210	4	8,000	27((33))	19,690	58	16,000	105((135))
University Community Urban Center Total ²	758	6,850	9	2,450	12((11))	32,360	43	6,140	51((53))
Ravenna	123	1,400	11	450	15((14))	1,960	16	500	20((21))
University District Northwest	287	5,230	18	2,000	25((23))	6,170	21	2,640	31((37))

Center or Village	Land Area in Acres	Households (HH)				Employment (Jobs)			
		Existing (2004)	Existing Density (HH/Acre)	Growth Target (HH Growth)	2024 Density (Est.)	Existing (2002)	Existing Density (Jobs/Acre)	Growth Target (Job Growth)	2024 Density (Est.)
Uptown Queen Anne Urban Center Total	297	4,580	15	1,000	19((20))	15,570	52	1,150	56
Manufacturing/Industrial Centers									
Ballard- Interbay-Northend (BINMIC)	941	N/A	N/A	N/A	N/A	15,320	16	2,150	19 ((18))
Duwamish	4,961	N/A	N/A	N/A	N/A	64,500	13	9,750	15 ((14))
Hub Urban Villages									
Ballard	425	5,010	12	1,000	14((15))	4,780	11	750	13
Bitter Lake Village	359	2,010	6	800	8	4,010	11	750	13
Fremont	215	2,170	10	500	12((13))	6,430	30	800	34
Lake City	142	1,920	13	900	20((21))	1,510	11	650	15
North Rainier	453	1,590	4	900	5((6))	4,670	10	750	12
W. Seattle Junction	226	2,280	10	700	13((14))	2,670	12	750	15
Residential Urban Villages									
23rd Ave @ S Jackson-Union	515	3,730	7	650	9	N/A	N/A	N/A	N/A
Admiral District	98	1,000	10	200	12((13))	N/A	N/A	N/A	N/A
Aurora-Licton	327	2,740	8	500	10	N/A	N/A	N/A	N/A
Columbia City	313	1,750	6	800	8	N/A	N/A	N/A	N/A
Crown Hill	173	1,110	6((14))	250	8	N/A	N/A	N/A	N/A
Eastlake	200	2,760	14	250	15((16))	N/A	N/A	N/A	N/A
Green Lake	109	1,520	14 ((16))	250	16((17))	N/A	N/A	N/A	N/A
Greenwood/Phinn ey Ridge	94	1,500	16 ((13))	400	20((21))	N/A	N/A	N/A	N/A
Madison-Miller	145	1,930	13 ((16))	500	17	N/A	N/A	N/A	N/A
MLK @ Holly Street	375	2,080	6((10))	590	7	N/A	N/A	N/A	N/A
Morgan Junction	114	1,090	10((9))	200	11((12))	N/A	N/A	N/A	N/A
North Beacon Hill	131	1,170	9((6))	490	13((12))	N/A	N/A	N/A	N/A
Rainier Beach	250	1,370	5 ((26))	600	8	N/A	N/A	N/A	N/A
Roosevelt	158	1,260	8((5))	250	10((9))	N/A	N/A	N/A	N/A
South Park	263	1,030	4((7))	250	5	N/A	N/A	N/A	N/A
Upper Queen	53	1,446	27	200	31	N/A	N/A	N/A	N/A

Center or Village	Land Area in Acres	Households (HH)				Employment (Jobs)			
		Existing (2004)	Existing Density (HH/Acre)	Growth Target (HH Growth)	2024 Density (Est.)	Existing (2002)	Existing Density (Jobs/Acre)	Growth Target (Job Growth)	2024 Density (Est.)
Anne			((4))						
Wallingford	257	2,520	10	400	12	N/A	N/A	N/A	N/A
Westwood-Highland Park	276	2,015	7	400	9	N/A	N/A	N/A	N/A
Seattle Total	53,535	268,000	5	47,000	6	480,000	9	84,000	11

¹ The Pioneer Square growth targets assume that the north football stadium parking lot and vacant floor area in existing structures are available to accommodate a substantial share of household and employment growth.

² The University of Washington campus is part of the University Community Urban Center, but is not a distinct urban village. These numbers includes jobs and housing on the University of Washington campus not reflected in Ravenna and the University District Northwest figures.

Recommendation: Make the amendment shown below to Appendix B in order to establish an open space goal for urban centers that is based on the amount of employment.

URBAN VILLAGE APPENDIX B:

CITYWIDE OPEN SPACE AND RECREATION FACILITY GOALS

City Open Space	Goal	Area
Breathing Room Open Space	1 Acre per 100 residents	Citywide
Usable Open Space	¼ to ½ acre within ¼ to ½ mile of every resident	Areas outside Urban Villages
Recreation Facilities	Specific Goals for Recreation Facilities such as Community Centers, swimming pools and athletic fields are contained in the Parks Comprehensive Plan	Citywide, except as modified by Village Open Space and Recreation Goals

URBAN VILLAGE OPEN SPACE AND RECREATION FACILITY GOALS

Goal	Urban Center Villages	Hub Urban Villages	Residential Urban Villages
Urban Village Open Space Population-based Goals	One acre of Village Open Space per 1,000 households ((. For the Downtown Commercial Core)) and one acre of Village Open Space per 10,000 jobs in each urban center, or in the four	One acre of Village Open Space per 1,000 households.	Same as for Hub Urban Villages.

	contiguous urban centers that comprise the center city.		
Urban Village Open Space Distribution Goals	All locations in the village within approximately 1/8 mile of Village Open Space.	Same as for Urban Center Villages.	For moderate and high density areas: All locations within 1/8 mile of a Village Open Space that is between 1/4- and 1-acre in size, or within 1/4 mile of a Village Open Space that is greater than 1 acre. For low density areas: all locations within 1/4 mile of any qualifying Village Open Space.
Qualifying Criteria for Village Open Space	Dedicated open spaces of at least 10,000 square feet in size, publicly accessible, and usable for recreation and social activities.	Same as for Urban Center Villages.	Same as for Urban Center and Hub Villages.
Village Commons, Recreation Facility and Community Garden Goals	At least one usable open space of at least one acre in size (Village Commons) where the existing and target households total 2,500 or more. (Amended 11/96). One indoor, multiple-use recreation facility serving each Urban Center. One dedicated community garden for each 2,500 households in the Village with at least one dedicated garden site.	At least one usable open space of at least one acre in size (Village Commons). One facility for indoor public assembly. Same as for Urban Center Villages.	At least one usable open space, of at least one acre in size (Village Commons), where overall residential density is ten households per gross acre or more. One facility for indoor public assembly in Villages with greater than 2,000 households. Same as for Urban Center and Hub Villages.

Discussion: The goal, as currently written, addresses the need for open space to serve employees in only the downtown commercial core. The proposed amendment recognizes that employees in other urban centers should be served similarly by open space. At the same time, the rewritten language applies the goal across each urban center, or in the case of the four connected urban centers (Downtown, Capitol Hill/First Hill, South Lake Union and Uptown), across all four centers. Given the highly developed character of these areas, applying the open space goal to a broader area provides more flexibility in choosing ways to meet the goal. This could enable the aggregation of open space in fewer locations within the centers than if the goal were applied to each urban center village. However, the pedestrian-accommodating character of these centers and their high level of transit service make it reasonable to assume that open space will serve the general area.

2. Other Amendments Considered in 2005

A. Amendments to Authorize a North Bay Overlay

Recommendations:

- Do not adopt the proposed Comp Plan amendment to establish an overlay on this site.
- The City may adopt an overlay that would allow consolidation of office uses on the site through an amendment to the Land Use Code, but the executive does not believe that an amendment to the Plan is required.

Discussion. The executive believes that both the Port's stated objectives and the City's enunciated policies regarding development at T-91 can be achieved without amending the Comprehensive Plan. The Port's initial proposal included developing residential uses, plus an unknown, but potentially quite large amount of non-residential uses (up to about 7 million square feet), including office and retail uses on the T-91 site. Since the Comp Plan expressly prohibits residential uses in industrial areas, that initial proposal clearly contradicted the Comp Plan, and the Comp Plan would have had to be amended to permit those uses. The Port has since revised its proposal to eliminate residential uses, and it has specified the amount of non-residential development it would like to pursue – a total of about 3.75 million square feet (2.2 million square feet in research and development uses, 1.1 million in office, and 350,000 in traditional industrial uses). The amount of non-residential space the Port intends to develop is within the limits that the Land Use Code currently sets for the total site.

A principal reason the Port has asked to address the overlay in the Comp Plan is to allow office uses on this site to be clustered into fewer, larger buildings rather than in more buildings that each fall within the Code's current limit of 50,000 square feet per lot. At the same time, the Port has indicated that it would build no more than 1.1 million square feet of office space on the site, even though more than twice that amount could be built in individual buildings of 50,000 square feet or less.

The guiding principles the Comp Plan lays out for industrial land are to use industrial land primarily for industrial purposes and to set limits on the amount of office and retail uses that will be allowed in these areas. The City could adopt an overlay into the Land Use Code that meets these Comp Plan directives by, for instance:

- permitting higher building heights than the current limit of 45 feet, making it possible for the office space to use less land and therefore potentially reserving more land for industrial uses; and
- specifying a maximum total amount of office space that is less than could be achieved through build-out under current zoning

The Council resolution indicated that preparation of an industrial lands strategy was necessary before the Council would consider adopting the Port's requested Comp Plan amendment. Even though the executive is recommending not adopting the amendment, the executive will be presenting the results of the first phase of such a strategy to the Council at the same time as the Comp Plan amendment ordinance.

The Council also directed DPD to evaluate the potential to redesignate the Port's site as mixed-use/commercial, not including residential use. The mixed-use/commercial designation on the Plan's Future Land Use Map, by definition, includes authorization of residential uses. It is possible to establish a new category that is simply commercial and to define it in a way that it does not permit residential uses and then to apply that designation to the T-91 site. However, a commercial designation would likely signal a diminished priority for locating industrial uses on the site, and such a change in priority is not warranted.

H. Designate Dravus Street Area of Interbay as Hub Urban Village

Interbay Neighborhood Association, a group of property and business owners in the area around Dravus St. just west of 15th Avenue West, has requested that the Comprehensive Plan be amended to designate this area a Hub Urban Village.

The proponents' application for the urban village designation says that designating this area as a hub urban village would lead to a review of the zoning and ultimately to applying the Seattle Mixed (SM) zone here. Because no application for a rezone has been filed yet, this analysis addresses the Comprehensive Plan designation, not the potential applicability of specific zoning designations.

Recommendation:

- Do not amend the Comprehensive Plan to designate the Dravus area an urban village.
- If the plan for a monorail station at this location proceeds, consider using a station area overlay in this area.
- If a specific request for rezoning the commercial land in the Dravus area is submitted, consider that request in light of applicable locational criteria.
- Also, consider a broader planning effort in the 15th Ave. corridor to look at the future development potential for the area between roughly the Magnolia Bridge and the Ballard Bridge.

Discussion. The Dravus area does not meet the criteria established for urban villages. The area for which the designation has been requested consists of about 22 acres. The Comprehensive Plan's Future Land Use Map shows about 2/3 of the area as industrial and the other 1/3 as mixed-use/commercial. The

industrially zoned land lies completely within the BINMIC (Ballard Interbay Northend Manufacturing/ Industrial Center).

The Comp Plan's approach to growth management is founded on the urban village strategy. Under this strategy, the City endeavors to direct growth to urban centers and urban villages that were designated because of their ability to accommodate significant portions of the City's expected growth. Some growth is expected to occur in areas outside urban centers and villages, but the villages are expected to carry the bulk of the load, and they also serve to guide City capital improvements, so that the City can make the most efficient use of its limited resources. Hub urban villages are second only to urban centers in the level of growth they are expected to take. Among the six current hubs are Ballard, West Seattle Junction and Lake City. (South Lake Union was a hub urban village until it was redesignated as an urban center in 2004.)

The Dravus area does not meet the specific criteria for a hub urban village adopted by the City Council in Resolution 29232. In particular, the Dravus area:

- is able to accommodate only about 1,700 jobs within ¼ mile of the village center, while the criteria call for at least 2,500
- is able to accommodate only about 900 dwelling units within ¼ mile, while the criteria call for at least 1,400
- does not satisfy the intended purpose for a village to form the center of a compact neighborhood, because significant barriers (railroad tracks and industrial areas on the west, 15th Ave. on the east and the steep hillsides on both sides) separate the area from the nearest residential neighborhoods.

The land area at Dravus is significantly smaller than any of the six existing hub urban villages (22 acres at Dravus, compared to 142 acres at the current smallest hub). Dravus is able to accommodate less than 5% of the households and less than 12% of the jobs of the current lowest ranked hub urban village.

Until 2004, the Comprehensive Plan designated the Dravus area as one of about two dozen "neighborhood anchors" in the city. Anchors were generally small commercial areas with limited capacity to accommodate new growth. No growth targets were assigned to these areas, and the anchor designation was applied largely to recognize the neighborhood-serving function of these commercial nodes. Since these areas do not play a significant role in the Comp Plan's growth management strategy, the neighborhood anchor designation was eliminated from the Plan in 2004 (except for two locations which had been incorporated in neighborhood plans).

The characteristics of the Dravus area match well with the definition of a neighborhood anchor. It is a small area of mixed-use zoning that currently contains neighborhood-serving retail, with very limited capacity to accommodate additional growth.

Comparison of the Dravus Area to Existing Policies and Criteria

The Comprehensive Plan contains the following discussion and policies:

“Urban villages are community resources that enable the City to: deliver services more equitably, pursue a development pattern that is environmentally and economically sound, and provide a better means of managing growth and change through collaboration with the community in planning for the future of these areas. The urban village strategy is a comprehensive approach to planning for a sustainable future. This approach is intended to maximize the benefit of public investment in infrastructure and services and promote collaboration with private interests and the community, to achieve mutual benefits.

Each of these areas is intended to see growth and change over time, and together they will accommodate the majority of the city’s growth over the life of this plan.

Areas outside urban villages will accommodate some growth in less dense development patterns consisting primarily of single-family neighborhoods, limited multifamily and commercial areas and scattered industrial areas. The strategy of focusing future development in urban villages continues to direct new development away from Seattle’s single-family areas.”

UV12 The intended functions of the urban village categories are generally:

- ◆ Urban centers, and the urban villages within them, are intended to be the densest areas with the widest range of land uses.
- ◆ Hub urban villages will also accommodate a broad mix of uses, but at lower densities, especially for employment, than urban centers.
- ◆ Residential urban villages are intended for predominantly residential development around a core of commercial services.

UV13 Designations of areas as hub urban villages and residential urban villages, as indicated in Urban Village Figure 1, shall be consistent with criteria developed to address the following factors:

- ◆ Existing zoned capacity
- ◆ Existing and planned density
- ◆ 20-year growth targets
- ◆ Population
- ◆ Amount of neighborhood commercial land
- ◆ Public transportation investments and access

- ◆ Other characteristics of hub or residential urban villages as provided in this Plan, or further refined

Hub Urban Villages

- UVG25 Accommodate concentrations of housing and employment at strategic locations in the transportation system conveniently accessible to the city's residential population, thereby reducing the length of work-trip commutes.
- UV25 Designate as hub urban villages areas that are generally consistent with the following criteria:
1. Zoning that allows a mix of uses to accommodate concentrations of employment and housing. It may be appropriate to limit the mix of uses in some areas to provide for concentrations of either employment or housing.
 2. Sufficient zoned capacity to accommodate a minimum of 25 jobs/acre.
 3. The area presently supports, or can accommodate under current zoning, a concentration of residential development at 15 or more units/acre.
 4. Surroundings comprised primarily of residential areas that allow a mix of densities, and non-residential activities that support residential use.
 5. A minimum of one-third of the land area currently zoned to accommodate mixed-use and/or employment activity.
 6. A broad range of housing types and commercial and retail support services either existing or allowed under current zoning to serve a local, citywide, or regional market.
 7. A strategic location in relation to both the local and regional transportation network, including:
 - f. A high level of transit service, with direct access to at least one urban center, with the possibility of improved connections to future high capacity transit stations
 - g. Connections to regional transportation facilities
 - h. Routes accommodating goods movement
 - i. Connections to adjacent areas by pedestrian and/or bicycle facilities
 8. Open space amenities, including:
 - c. Direct access to either existing or potential public open spaces in the immediate vicinity
 - d. Accessibility to major open space resources in the general area via either existing or potential urban trails, boulevards, or other

open space links, or anticipated major public investment in open space.

9. Opportunities for redevelopment because of a substantial amount of vacant or under-used land.

Resolution 29232: Criteria for Urban Villages

As UV 13 (cited above) calls for, the City Council adopted criteria for designating urban villages through Resolution 29232. For each category of village, the resolution includes statements of general intent and specific criteria as shown in the following table. In the following table, the first three columns are taken directly from Resolution 29232. The fourth column was added in this report to show how the Dravus area compares to the specific criteria.

HUB URBAN VILLAGES

	General Intent	Specific Criteria	Conditions at Dravus
Achievable employment density	Accommodate concentrations of employment to foster economic vitality and support transit use at locations convenient to the city's residential population.	Within core (¼ mile radius of village center), a minimum of 2,500 jobs exists or can be accommodated.	698 existing jobs within ¼ mile + capacity to add 980 <u>DOES NOT MEET CRITERION</u>
Achievable residential density	Promote compact neighborhood centers to support transit and pedestrian character, to promote housing close to employment, and to support efficient use of public infrastructure and amenities.	Within core (¼ mile radius of village center), a minimum of 1,400 dwelling units exists or can be accommodated. Within ½ mile of village center (including core), a minimum of 3,500 dwelling units exists or can be accommodated.	658 dwelling units within ¼ mile + capacity to add 270 units (mostly outside the proposed village boundaries) 1,523 dwelling units + capacity to add 756 <u>DOES NOT MEET CRITERION</u>
Commercial land	Provide sufficient zoned area to establish at least one pedestrian mixed-use commercial center that can accommodate a broad range of commercial, retail, and public services needed for both the residential and employment populations of the village, as well as services for a broader citywide to regional market.	Within ½ mile of village center, a minimum of 20 acres of lot area zoned commercial.	There are 7.8 acres of commercially zoned land within the area proposed to be designated an urban village; the remaining land in the village is zoned industrial. There are 26 acres of commercial land within ½ mile, most of which is either east of 15 th Ave. W or west of 20 th Ave. W. <u>MEETS CRITERION, BUT NOT INTENT</u>
Transportation: Principal and	Direct housing and job growth to strategic	Location on Transit Priority Network.	Term "transit priority network"

Regional Network	locations in relation to the regional transportation network.	<p>Station location for high capacity transit or commuter rail; or</p> <p>Location on regional bus route providing direct transit service to an Urban Center or high capacity transit station, with minimum headways of 15 minutes during the peak and 30 minutes during the off-peak.</p> <p>Served by principal arterial network.</p> <p>Location on designated Major Truck Street.</p>	<p>no longer used</p> <p><u>N/A</u></p> <p>Not located on high capacity transit or commuter rail; named as station for intermediate capacity monorail</p> <p><u>DOES NOT MEET CRITERION</u></p> <p>Metro bus routes 15 and 18 serve the site and provide direct connection to the Uptown and Downtown urban centers with 10-15 minute headways throughout the day.</p> <p><u>MEETS CRITERION</u></p> <p>Site is connected to a principal arterial (15th Ave. W.) south- and north-bound by ramps.</p> <p><u>MEETS CRITERION</u></p> <p>15th W. is also designated a Major Truck Street</p> <p><u>MEETS CRITERION</u></p>
Transportation: Local Network	Provide convenient connections for pedestrians, bicycles, and automobiles via local streets and collector and minor arterials between	The existing local network of streets, sidewalks and/or trails provides direct, non-circuitous, and pedestrian friendly	Most of the streets within the small commercial area have sidewalks, but sidewalks do not

	<p>areas within the village and between the village and surrounding areas</p>	<p>routes for pedestrians, bicycles and automobiles to and within the commercial center, and other areas within the village; or</p> <p>Because of substantial land area likely to be redeveloped, and amenities likely to be added, such a network could be established as redevelopment and public investment occur.</p>	<p>exist in the majority of the proposed village that is zoned Industrial. The width, traffic volumes and limited traffic controls on Dravus St. make crossing this street within the area challenging. Pedestrian and bicycle connections to both Queen Anne and Magnolia, where the majority of existing and potential housing exists, involve crossing overpasses and ascending steep hills. The pedestrian connection to QA is particularly unfriendly. While signalization or redesign could improve access to the overpasses, the overpasses themselves and the topography will likely continue to be seen as barriers to pedestrian and bike movement.</p> <p><u>DOES NOT MEET CRITERION</u></p>
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The Dravus area fails to meet key specific criteria for a Hub Urban Village. The area's potential for accommodating both employment and housing falls short of the criteria the Resolution spells out.

Comparing Dravus with Existing Hub Urban Villages

The Dravus area is substantially different from the six Hub Urban Villages that the Comprehensive Plan already designates, because of both its limited size and its limited growth-absorbing potential.

- The existing hub urban villages range in size from about 140 acres to over 450 acres; Dravus contains about 22 acres, most of which is zoned Industrial and is already included in the BINMIC.
- Each of the existing hub urban villages has at least 1,500 housing units; Dravus has 14.
- Each of the existing hub urban villages each has capacity to accommodate between 3,000 and 8,000 total housing units; Dravus could accommodate 123.
- Each of the existing hub urban villages has capacity to accommodate between 8,300 and 27,000 total (existing plus future) jobs; Dravus could accommodate about 1,000.

Hub Urban Village	Land Area (acres)	Current Households	Additional Household Capacity	Current Jobs	Additional Job Capacity
Ballard	425	5,010	3,125	4,780	9,200
Bitter Lake	359	2,010	5,750	4,010	23,300
Fremont	215	2,170	950	6,430	2,300
Lake City	142	1,920	2,100	1,510	6,900
North Rainier	453	1,590	3,800	4,670	10,500
West Seattle Jct.	226	2,280	2,500	2,670	6,800
<i>Dravus St. Proposal *</i>	22	14	109	698	360

* including Industrial zones

Comparison with Residential Urban Village Criteria

Generally residential urban villages are smaller than hubs. Residential villages have growth targets for households only, and not for jobs. Still, Dravus falls short of meeting key adopted criteria, and there are substantial differences between the 18 already designated residential urban villages and the Dravus area.

RESIDENTIAL URBAN VILLAGES

	General Intent	Specific Criteria	Conditions at Dravus
Achievable Residential Density	Promote compact residential neighborhood centers to support transit use and pedestrian character, to provide a market for local services, and to support efficient use of public infrastructure and amenities	Within a 2,000 foot radius of village center, a minimum of 2,000 dwelling units exists or can be accommodated (includes existing dwelling units)	1,099 existing units within 2,000 feet + capacity to add 270 units <u>DOES NOT MEET CRITERION</u>
Commercial Land	Provide sufficient zoned area for commercial activity to establish at least one pedestrian-oriented, mixed-use commercial center that can accommodate a broad range of retail and public services needed by the residential population in the village and surrounding area.	Within a 2,000 foot radius of the village center a minimum of 10 acres of lot area zoned commercial.	7.8 acres of commercial zoning within area proposed to be designated a village 6.5 of the 7.8 acres are within 2,000 feet of the village center <u>DOES NOT MEET CRITERION</u>
Transportation: Principal and Regional Network	Accommodating housing growth and concentration of residential services in locations where land use and transportation conditions will permit good transit service and adequate vehicular access on the arterial network.	Location on Transit Priority Network; or location on transit route providing minimum headways of 15 minutes during the peak and 30 minutes during the off-peak directly to an urban center, hub urban village, or high capacity transit station. Served by principal	Term “transit priority network” no longer used Metro bus routes 15 and 18 serve the site and provide direct connection to the Uptown and Downtown urban centers with 10-15 minute headways throughout the day. <u>MEETS CRITERION</u> Site is connected to a

		arterial network or, at a minimum, having a direct connection to a principal arterial or regional highway via a minor arterial.	principal arterial (15 th Ave. W.) south- and north-bound by ramps. <u>MEETS CRITERION</u>
Transportation: Local Network	Provide convenient connections for pedestrians, bicycles, and automobiles via local streets and collector and minor arterials between areas within the village and between the village and surrounding areas.	<p>The local network provides direct, non-circuitous, and pedestrian friendly routes for pedestrians, bicycles and automobiles to and within the commercial center, and other areas within the village; or</p> <p>Because of substantial land area likely to be redeveloped, and amenities likely to be added such a network could be established as redevelopment and public investment occur.</p>	<p>Most of the streets within the small commercial area have sidewalks, but sidewalks do not exist in the majority of the proposed village that is zoned Industrial. The width, traffic volumes and limited traffic controls on Dravus St. make crossing this street within the area challenging. Pedestrian and bicycle connections to the both Queen Anne and Magnolia, where the majority of existing and potential housing exists, involve crossing overpasses and ascending steep hills. The pedestrian connection to QA is particularly unfriendly. While signalization or redesign could improve access to the overpasses, the overpasses themselves and the topography will likely continue to be seen as barriers to pedestrian and bike movement.</p> <p><u>DOES NOT MEET CRITERION</u></p>

Comparison with Existing Residential Urban Villages

The existing residential urban villages range in size from 53 acres to over 500 acres, with only one of the villages having less than 90 acres. Dravus contains 22 acres. The existing residential urban villages all contain at least 1,000 housing units and have 20-year growth targets ranging from 200 to 800 units. Dravus now contains 14 units, and under current zoning the highest target that could be established for the area is less than 90 units.

Exception to Criteria

Resolution 29232 allows that “for areas failing to satisfy the full range of criteria, the adoption of a final designation may be allowed if:

1. the neighborhood plan includes specific provisions that, upon adoption, will implement changes enabling the area to meet the criteria; or
2. the neighborhood plan provides a compelling argument for waiving or modifying a particular criterion because special circumstances or conditions in the area satisfy the intent of the urban village strategy.”

No neighborhood plan has been prepared specifically for the Dravus area. Neighborhood plans for the two areas that abut the Dravus area – Queen Anne on the east and BINMIC on the west – do not address the possible development of the area as an urban village. In fact, the BINMIC plan incorporates the Industrial zones in the area as part of the manufacturing/industrial center and does not provide for that land to be treated differently than other parts of BINMIC.

Industrial Zones in the Proposed Village

Approximately 2/3 of the area requested to be designated an urban village is currently zoned Industrial. Urban villages are intended to be locations of at least moderately dense mixed-use activity, but industrial zones do not permit mixed-use with residential and generally produce low density employment. Proponents have stated that they will not be seeking a rezone of the industrial land.

While there are other urban centers and urban villages that contain industrial zones, none of those areas has such a large proportion of its land area in industrial zones. The Ballard and Fremont hub urban villages and the South Lake Union and Downtown urban centers each contain some industrial zoning. In Fremont, Industrial zoning is nearly 1/3 of the village land area, but that land is zoned IC (Industrial/Commercial) that permits higher densities and a different mix of uses than are allowed in the IG2 zone in the Dravus area. In all the other villages or centers, the proportion of industrial land is considerably less. Also, none of the industrial zones in the other urban villages containing industrial zones is part of a manufacturing/industrial center, as is the industrial land near Dravus.

Having such a large percentage of the proposed urban village zoned Industrial raises questions about the suitability of the area as a village since:

- Housing would be prohibited in a majority of the village.
- Employment density in a majority of the village would be at relatively low densities, and unlikely to change significantly over time.
- More dense development of the commercial area could produce conflicts between users of the commercial area and the industrial businesses, whose principal access is through the commercial area.

Potential for Revised Zoning without a Village Designation

The Comprehensive Plan recognizes that there will continue to be some growth outside the designated urban centers and urban villages. The commercial zones in the Dravus area allow 40-foot tall (three- to four-story) commercial or mixed-use buildings, and most of the commercially zoned lots are substantially underdeveloped. Many buildings in the area are one-story, and most of them cover relatively small portions of their lots. On most lots in the area, redevelopment under current zoning could substantially increase the level of development.

The Plan directs that high-intensity growth outside centers and villages should be limited to those locations where such intensity would be consistent with an adopted neighborhood plan, a major institution master plan, or the existing built character of the area. None of those three conditions pertains in the Dravus area, and so a rezone to allow more intense development here would seem to be inconsistent with the Comprehensive Plan. However, an application for a specific rezone would need to be evaluated in light of the Land Use Code's locational criteria for the particular zoning designation requested.

Station Area Overlay

The Dravus area is designated as a location for a monorail station. The station area plan that City staff prepared for this location called for applying a station area overlay to the commercially zoned land in this area. The City's station area overlay contains provisions that:

- prohibit certain automobile-oriented uses
- reduce parking requirements
- permit single-purpose residential structures in commercial zones, and
- allow housing above the first floor to exceed the lot coverage limit that would otherwise apply in commercial zones.

The lower parking requirements, allowance for single-purpose residential structures and higher lot coverage for residential development permitted by an overlay could increase the attractiveness for residential development and the

potential for slightly higher residential density in this area. Such changes would seem to meet some of the goals of the amendment's proponents

3. Potential Amendments to be Deferred

C. Central Waterfront Plan Amendments to Shoreline Policies

Prompted by the need to replace the Alaskan Way Viaduct, the City has been examining ways to recreate Seattle's Central Waterfront. Because some changes on the waterfront could depart from current policy, the City will be working through a series of steps to identify the preferred outcome for the waterfront. The next step in that process will be the development of a concept plan that will identify the general nature and locations of particular uses and improvements in this corridor. Discussion and evaluation of that concept plan will help identify whether the preferred direction for the waterfront entails a change in the underlying policy.

Recommendation: No recommended amendment in 2005. Reconsider in 2006 amendment cycle, after the concept plan for the Waterfront has been further developed.

G. Expand Northgate Urban Center Boundary; and

H. Changes to Encourage Housing Development near Northgate Way

Both of these amendments are intended to encourage development, particularly of housing, in the Northgate Urban Center. DPD has begun a study of factors that could contribute to housing production in Northgate. Recommendations from that study could include amendments to the Land Use Code or to the Comprehensive Plan that would encourage or facilitate the development of more housing in the area. The results of the study are expected to be available in time to inform the 2006 Comprehensive Plan annual amendment cycle.

Recommendation: No recommended amendment in 2005. Reconsider in 2006, depending on the outcomes of the housing market study DPD is currently conducting,